



Lake Kilobidan: *Collaborative Management of CPR*

Boundary Rules | Authority Rules | Government Support

Responsible Land Governance Mindanao (RLGM) Program | June 2021



Implemented by



What went before

- June 2019: JAO Review and Recommendations
- Aug-Sep 2019: roundtable dialogues with land management agencies in R10 and R13
- Oct-Nov 2019: building capacities on dialogue and mediated negotiations
- Aug 2020: exploring possibilities of collaborative management of land alongside resolution of JAO-related issues; development of the concept of collaborative management on common pool resources.
- Sep 2020: community consultations and FGDs: Rosario, Talacogon, Loreto in ADS; (similar processes in Gingoog, Medina and Claveria in Misamis Oriental)



What went before (2)

- Nov 2020: selection of Lake Kilobidan and preparation of the context analysis; pre-dialogue consultations with Lake Kilobidan stakeholders
- Dec. 2020: multi-stakeholder dialogue (Lake Kilobidan stakeholders, CADT leaders, LGU of Rosario and PGAS); affirmation of social and political acceptance of the concept of collaborative management of the CPR of Lake Kilobidan.
- Interruption of activities due to COVID-19 conditions.



Fast forward to June 2021

The aim of the 09-11 June 2021 workshops:

- Agreement on boundary rules through dialogue
- Agreement on authority rules through dialogue
- Government support to the community agreement





The Concept of Collaborative Management

Context

- Increasing pressure on finite land resources.
- Complexity of land management.
- Aspiration for access, ownership and control of land prone to conflicts.
- System of land access, allocation and control largely in the hands of national land management agencies.



Why collaborative management?

- Address continuing stresses and growing complexity of land management due to increasing population, urbanization, infrastructure development, extractive industries, resource-based conflicts and other externalities.
- Need to enhance and complement reforms in public administration of lands.
- Need to avoid “tragedy of the commons” or the tragedy of open access regimes.



Need for synergetic compliance to laws and policies

- Between national land management agencies and local government units.
- Between land rights claimants and holders and national land management agencies.



Need for more innovations that take off from...

- Large-scale collaborative management models (e.g. PAMBs).
- Top-level and top-down coordination models (e.g. JAO 01-2012).
- Scarcity of knowledge on capacities and capabilities of LGUs and communities to support the national goal of sustainable land management.



Underlying Notions

- Commons: common property is not equal to non-property or open access. Common property should provide sustainable benefits to users with corresponding responsibilities.
- Common Pool Resource (CPR): a type of resource that provides economic benefits to human beings.
- Any shared resource may be categorized as a common pool resource.
- Shared resource = shared responsibility.



Characteristics of CPRs

- **Intrinsic economic value** independent of particular property rights (Hess & Ostrom, 2007)
- **Subtractability or rivalness.** One person's ability to extract subtracts the ability of others to do the same (Dolšak & Ostrom, 2003).
- **Cost of exclusion** to avoid "free-riding" behavior (Dolšak & Ostrom, 2003). Through regulation, those who benefit must contribute to the cost of adding to the resource.



The Concept of Collaborative Management

- A proposition to best manage shared resources, whether natural or human-made additions, at the local level.
- An approach to local land management with focus on common pool resources.
- A management modality that enshrines the **collective agency** of organizations distinct from the benefit-maximizing or rational tendency of individual human agency (Haslett, 2012).
- Collective agency as a social system that takes control of coordination and control of actions carried out by individuals.
- Does not replace management models and coordination systems applied in areas outside the common pool resource.



Characteristics of Collaborative Management (1)

- Two or more organizations engaged in a formal or informal contractual arrangement;
- The agreement is based on a negotiated arrangement;
- Social and organizational capital in pursuit of a shared purpose (Agranof and Mcguire, *ibid.*);
- Purposive relationship designed to solve problem by creating or discovering a solution within a given set of constraints (*ibid.*);
- Not only collaboration of organizations but also involvement of public institutions, private citizens in governance (Bingham et al., 2015);



Characteristics of Collaborative Management (2)

- Spirit of collectiveness that is able to manage diversity of opinion, viewpoints and concerns (Garber 2006);
- Predominance of common rather than competing priorities;
- Openness to subject matter experts especially on the science of sustainable management of resources;
- Awareness and sensitivity to gender, culture and religion; and,
- Tolerance for change.





Collaborative Management of Common Pool Resources



Implemented by



What kind of CPR?

Resources that are of economic value to human beings but independent of pre-existing or particular property right of where they are located. For examples:

- Lake fishes and other lake resources for food and income – but not ownership of the lake.
- Agricultural crops for food and income – but not changing the particular ownership right over the land.
- Wildlife for food, income and medicines – but excluding endangered and prohibited species and not changing the particular property right over forests.



What is COLLAB-CPR

- Collaborative management applied to the management of common pool resources.
- Focus on ownership rights and benefits of the resource without changing the particular property right of the area where the resource is located.
- Promotes shared benefits and shared responsibility.
- Does not disregard, neither suspend, pre-existing rights claims on land and related processes.



COLLAB-CPR IN RELATION TO OTHER EXISTING MODELS OF LAND MANAGEMENT

- A localized and micro level management model that can reduce stress of top-down enforcement by national land management agencies.
- Complementary model to existing models of large-scale collaborative management (e.g. PAMBs) and inter-agency coordination (e.g. JAO 01-2012).
- Promotes empowerment and responsibility of LGUs and communities.



Lessons from Elsewhere

- Centralized regulation and full private property rights are not the only means of solving CPR problems (Ostrom, 1990).
- Small-scale CPR is easier to manage (benefit sharing, enforcement, monitoring) than large-scale CPRs (ibid.).
- Importance of local knowledge. People nearest the resource have better means of managing the resource.
- Involvement of LGUs compensate for the gaps in the administrative reach of national land management agencies.



COLLAB-CPR Process Guide

1

Socialization and leveling-off on the concept of collaborative management

2

Stocktaking and securing buy-in of stakeholders

3

Establishment of local core group as initiator and facilitator

4

Identification of the common pool resource (CPR)

5

Identification of organizations that will comprise the structure

6

Consultations and Dialogues

7

Establishing the COLLAB-CPR Structure

8

Agreeing on boundary rules and authority rules

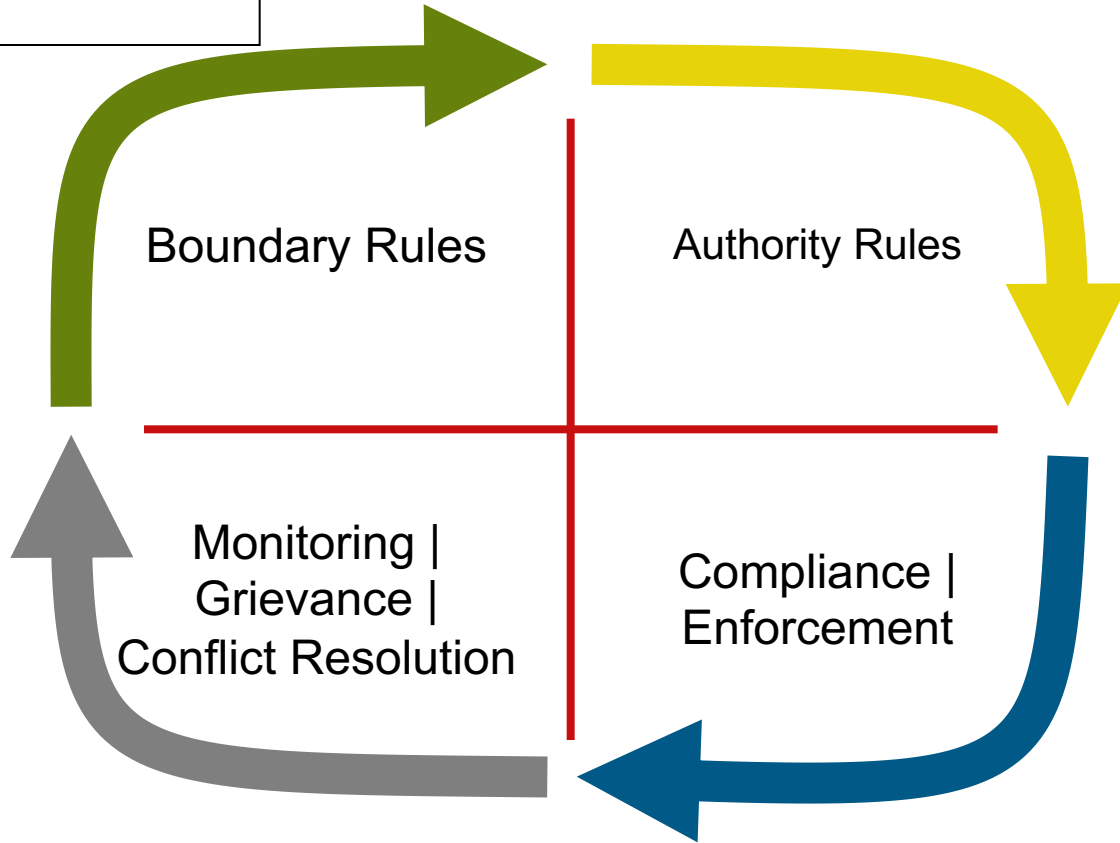
9

Legitimation of the structure and rules

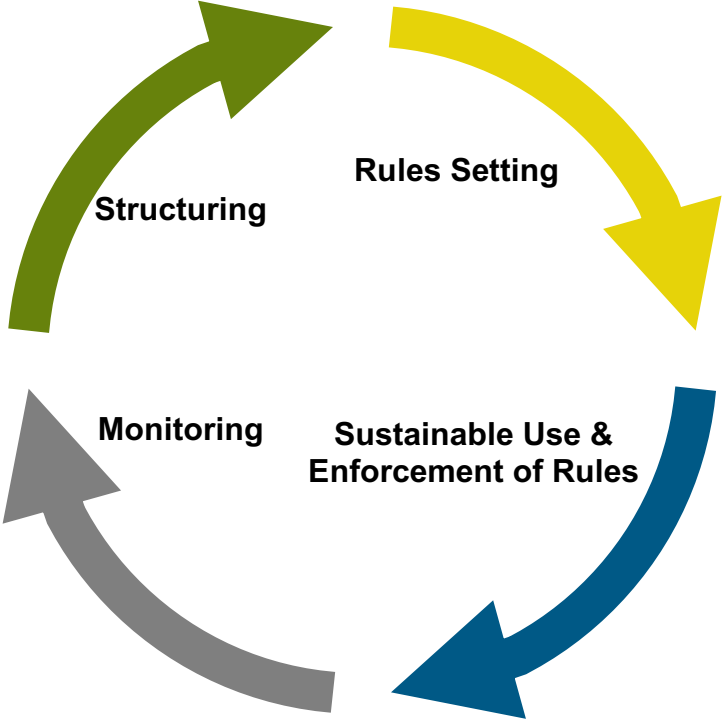
10

Action Planning and Implementation

'Must-have' Elements of
COLLAB-CPR



The COLLAB-CPR Benefit Cycle



In the case of Lake Kilobidan, who should be involved?

- Existing organizations of lake users, whether formal or informal.
- Local government unit (LGU) of Rosario and Bunawan
- PGAs
- AMWS PAMB and PAMO
- CADT Leaders (of CADT 142 and 136)
- Regional or provincial office of relevant national land management agencies (DENR, NCIP) and other agencies (DA-BFAR, Department of Tourism)
- Other governmental or non-governmental organizations that can provide support





Workshop 1: Agreeing on Boundary Rules

What are Rules

- Rules: set of instructions that provide the structure of an action situation in a particular environment (Ostrom, 2005).
- Harness informal norms that have influenced positive behavior of users.
- Nuanced rules: must be determined in relation to other rules and resources in an ongoing practice.
- Must be customized and compatible to the type and status of the resource.
- Must be fair, effective and legitimate.
- Must come from users rather than externally imposed and enforced.



Two Sets of Rules

1. Boundary Rules

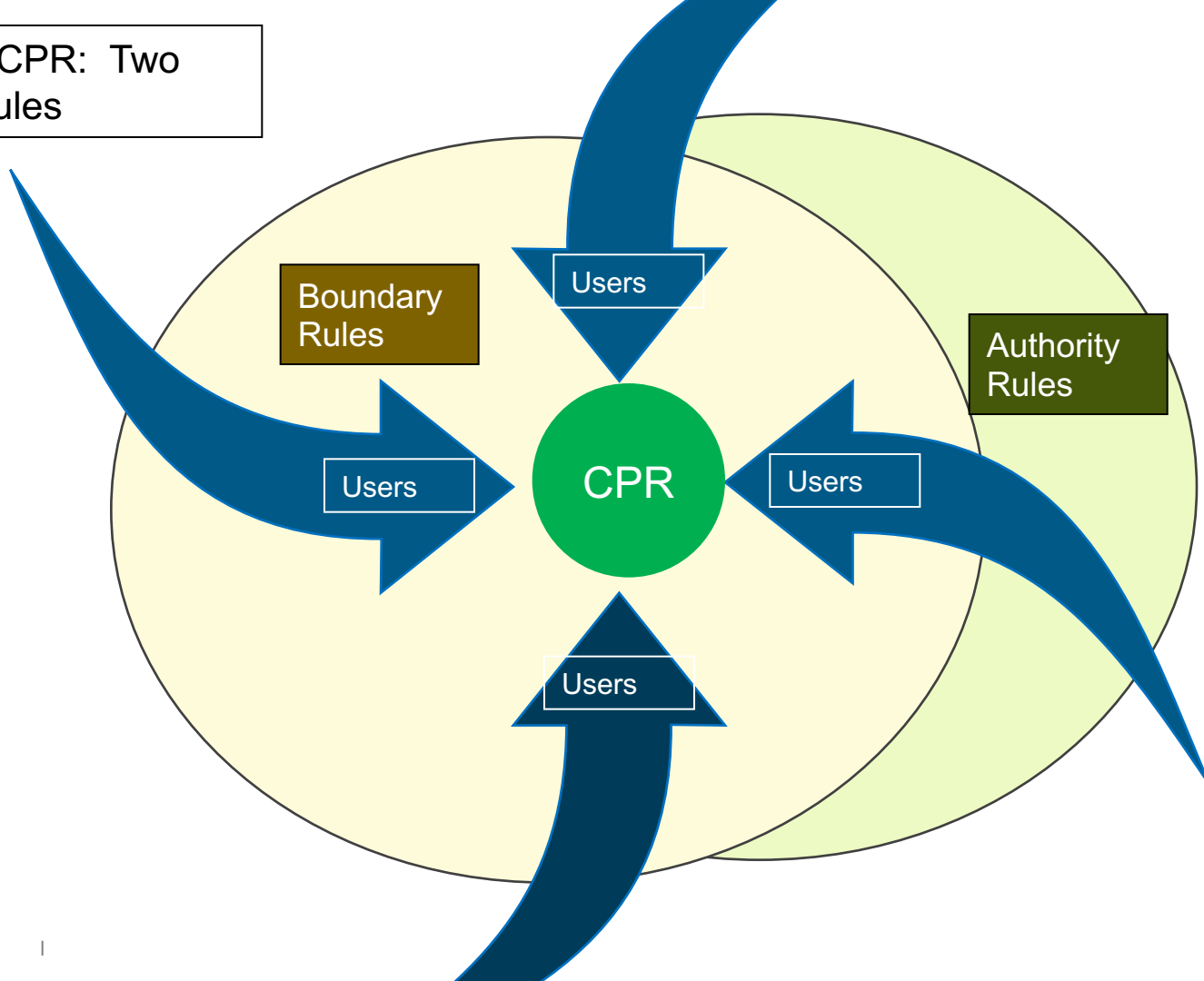
- Specify who can appropriate from the resource.
- Legitimation: formally by governmental authority or informally by participants based on agreed criteria.

2. Authority Rules

- Allocation of the flow and access to the resource
- Allocation and access based on time, space and technological capabilities.



COLLAB CPR: Two Sets of Rules



To reiterate what “boundary” in CPR means

- Specify: who can appropriate from the resource.
- Legitimize: formally by governmental authority or informally by participants based on agreed criteria.



Guide Questions in aid of forging the agreement

- What is the CPR of Lake Kilobidan?
- Who are the users (direct, indirect)?
- What are the land tenure pattern in and around the lake?
- Who are the intervening parties (e.g. government agencies, CADT leaders, shadow institutions)?

Then agree:

- Who are the primary users?
- How should they be legitimized?



Process guide

1. Divide into sub-groups. Each group designates lead discussant and presenter.
2. Each sub-group discusses using the guide questions
3. Plenary presentation of sub-group outputs.
4. Open discussion
5. Agreement/s





Workshop 2: Agreeing on Authority Rules

What are authority rules?

- Allocation of access to and flow of the resource to users
- Allocation of access based on time, space and technological capabilities.

Assumption: boundary rules have been agreed upon.



In short – the rules governing...

- When to access and use?
- How much to withdraw?
- What should not be withdrawn?
- What are the penalties for non-compliance?
- Who will enforce?
- Who will monitor?
- What management structure serves as the governing authority?
- What grievance mechanisms to put in place?



Process guide

1. Divide into sub-groups. Each group designates lead discussant and presenter.
2. Each sub-group discusses the following:
 - What are the rules?
 - What is the management structure/governing authority?
 - What are the mechanisms for enforcement, monitoring and settlement of grievances and conflicts?
3. Plenary presentation of sub-group outputs.
4. Open discussion
5. Agreement/s





Workshop 3: Seeking Government Support



A Recap

- On Collaborative Management of CPRs
- Desire of Lake Kilobidan stakeholders to collaborate on the management of the common pool.
- The agreement on boundary rules
- The agreement on authority rules



This workshop as a platform for dialogue

- For Lake Kilobidan stakeholders to share community agreements and seek government support;
- For government representatives to hear community voices, respond and lend support to community agreements.



The Challenges for Government

- Under what conditions will government actors with overlapping mandates and authorities support community-driven collaborative management of common pool resources?
- Up to what extent will formal institutions embrace positive values of informal institutions in aid of collaborative management to ensure integrated and sustainable management of lands?



Process Guide

1. Presentation of community agreements (on boundary rules, authority rules and corresponding structures and mechanisms).
2. Round-robin response from government representatives.
3. Facilitated open discussion.
4. Agreements and affirmation of commitments.
5. Closing statements.





Thank you!

